



# **State of Michigan**

## **Byrne Justice Assistance Grant Preliminary Application**

**FY2006**



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## INTRODUCTION

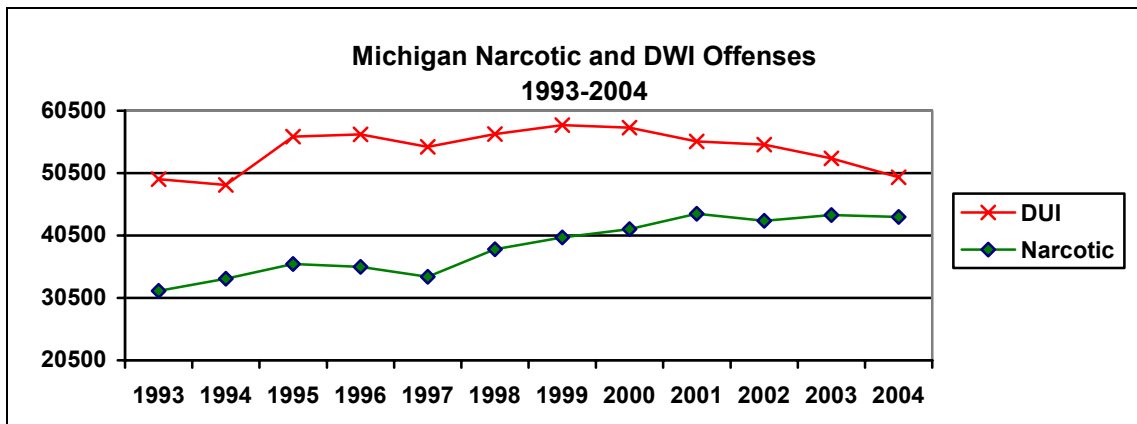
The 2006 Michigan application represents a major step in the continuation of the gains and accomplishments that have been achieved through the Byrne Grant Program in previous years. Given the major economic crisis that is being experienced in Michigan and across the nation, it is increasingly difficult for criminal justice agencies to respond to the problems of drugs and violent crime. In spite of the difficult economic situation, the criminal justice system in Michigan has adopted a number of initiatives to break the cycle of substance abuse and crime, including expanding the number and the types of offenders served by drug treatment courts. In addition, there has been expansion of treatment in both institutional and community correctional settings. There are continuing needs to reinforce the gains that have been made and to realize the promise of these new initiatives. The challenge will be to improve these programs while decreasing costs.

## DATA ANALYSIS: DRUG AND CRIME PROBLEMS AND TRENDS

### DRUG OFFENSES

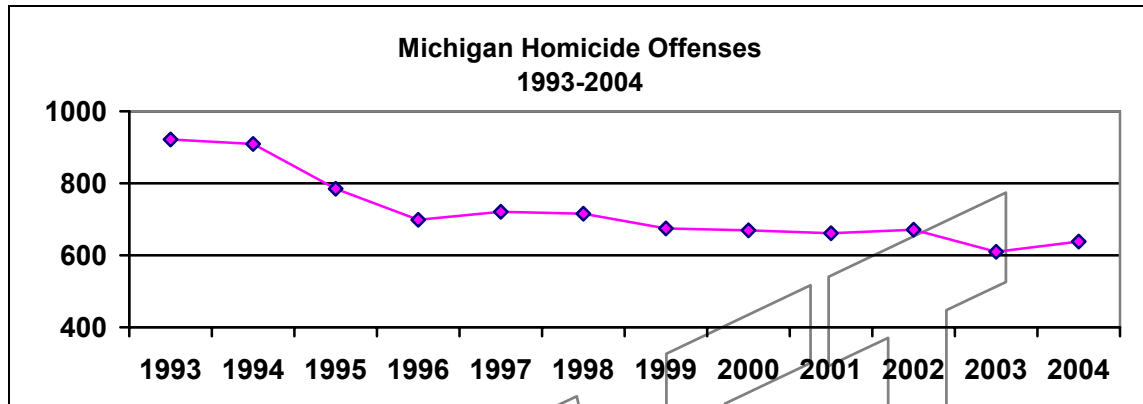
The table below represents trends in narcotic (drug) and DWI offenses from 1993-2004. These data reflect all narcotic and driving under the influence offenses reported to the Michigan State Police, including the unlawful possession, use, sale, growing, manufacturing and making of narcotic drugs. Although narcotic offenses are not necessarily an indicator of the drug problem, they are an important indicator of the activity and workload of the criminal justice system regarding drug offenses and offenders.

The number of narcotic offenses in Michigan has slowly and steadily increased by 38% over the 12-year period between 1993 and 2004. The number of DWI offenses arrests has shown a steady increase followed by a consistent decline since 1999. DWI offenses increased by 18% from 1993 to 1999; however, from 1999 to 2004 DWI offenses decreased by 25%.

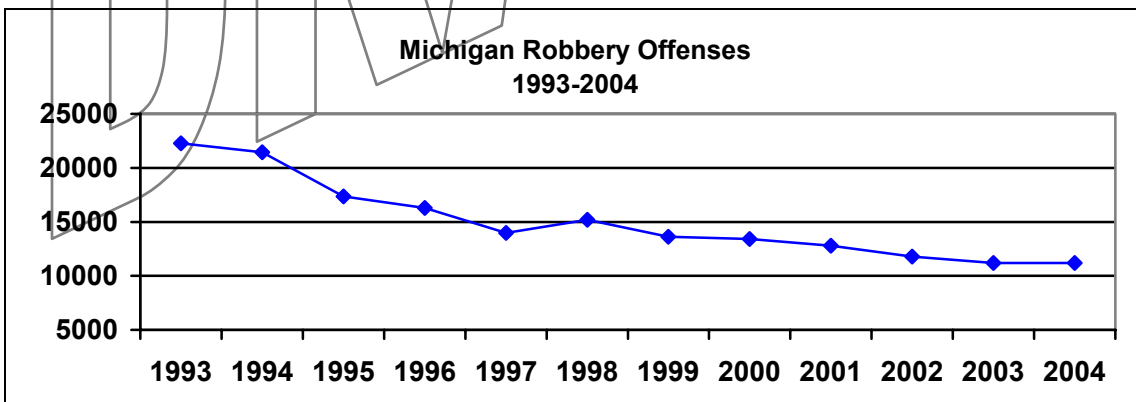


## INDEX OFFENSES

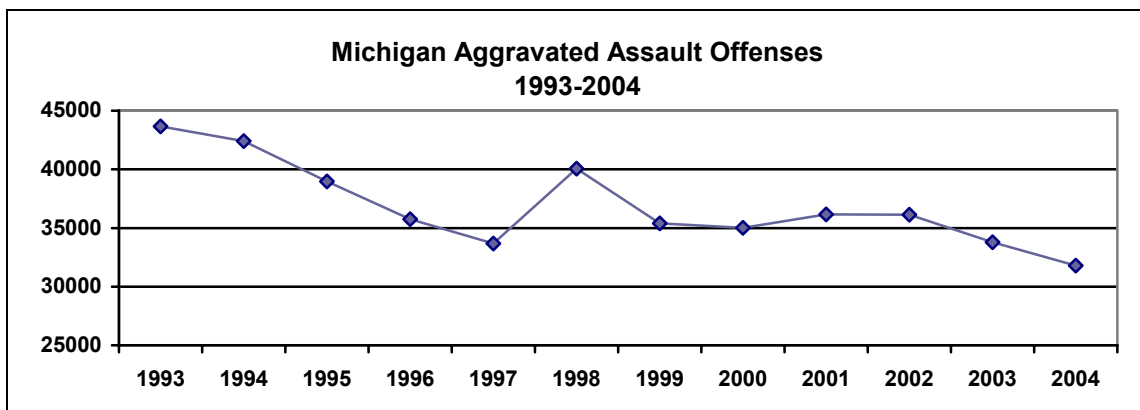
**HOMICIDE.** From 1993 to 2004 homicides declined by 31%. However, over the past four years the number of homicides has remained fairly stable with a decline of 3%, with 661 reported in 2001, 610 reported in 2003 and 638 reported in 2004.



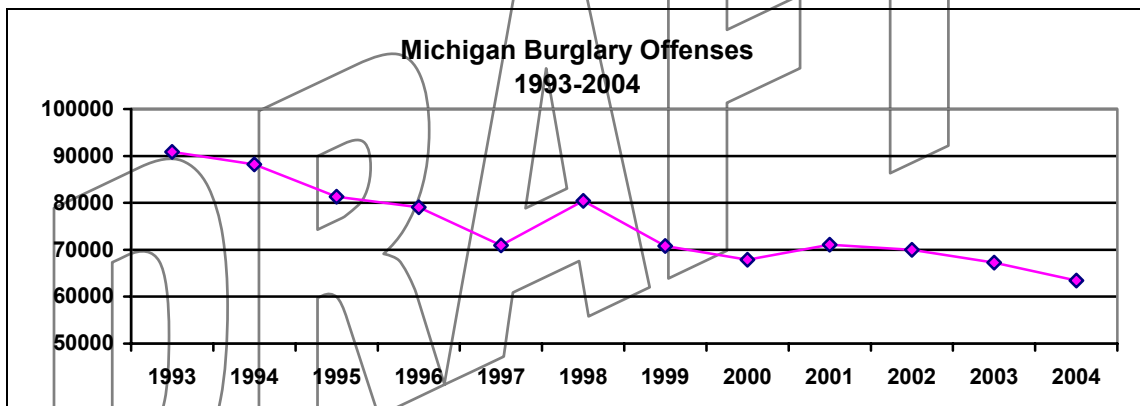
**ROBBERY.** Robbery is an offense of particular concern since robberies are often committed by offenders to obtain money to buy drugs. In addition, those charged with robbery test positive for drugs at a very high rate during booking procedures (United States Department of Justice, 2000). Over the past 12 years there has been a dramatic and consistent decline in the numbers of robberies in Michigan. Over this time there was a 50% decline in the number of robberies from over 22,000 in 1993 to approximately 11,200 in 2004. This decline has continued during recent years as well with a 12% decline in robberies from 2001 to 2004.



**AGGRAVATED ASSAULT.** There has been an overall downward trend in aggravated assaults over the 12-year period from 43,659 assaults in 1993 to 31,792 in 2004 -- a 27% decrease over this time period. Over the past four years, aggravated assaults have decreased by 12% from 36,148 in 2001 to 31,792 in 2004.



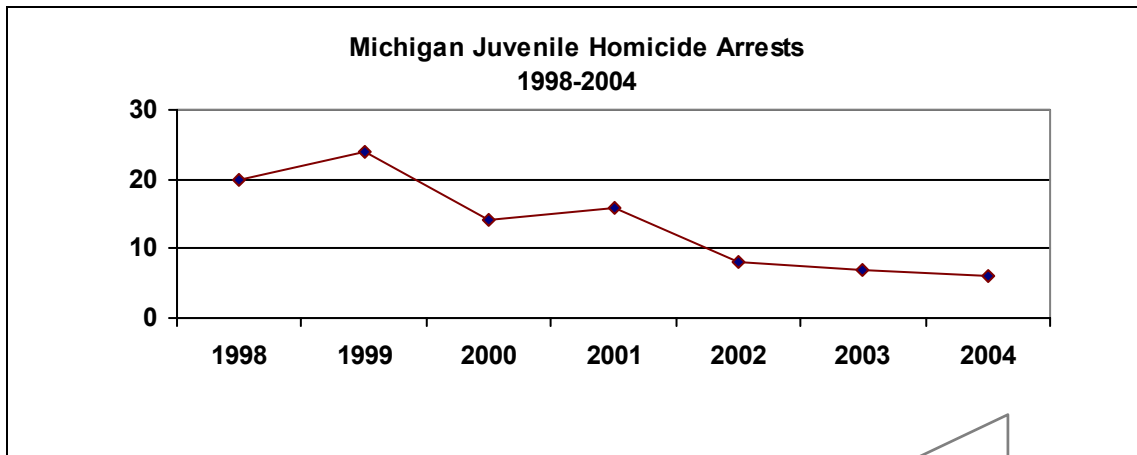
**BURGLARY.** Burglary is also an offense that is often associated with drug using offenders as a high proportion of offenders charged with burglary test positive for drugs at booking (United States Department of Justice, 2000). There has been a 30% reduction in the number of burglary over this 12-year period, and an 11% decrease in burglaries over the past four years.



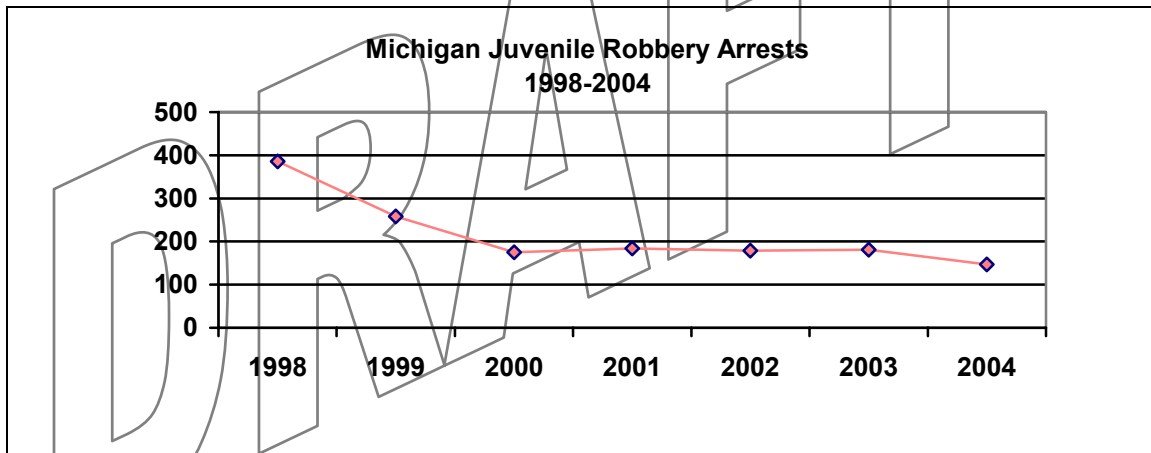
## JUVENILE ARRESTS

The following charts represent juvenile arrests for serious personal offenses in Michigan from 1998-2004. These graphs only represent the number of arrests made of juveniles for these particular crimes, as arrests are the only way by which the age of offenders can be determined.

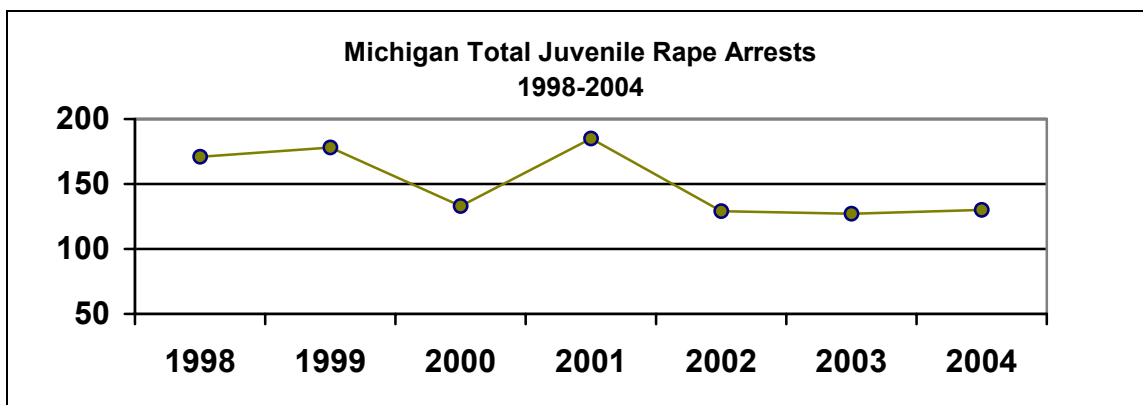
**HOMICIDE ARRESTS.** There has been some variation of juvenile homicide arrests over the last seven years. There was a 17% increase in arrests from 1998 to 1999; however, there was a 75% decrease from 1999 to 2004. The number of juvenile homicide arrests settled at a five year low in 2002 and remained fairly constant into 2004. In 2004, homicide arrests for juveniles represent 1.6% of the total statewide arrests (385) for homicide.



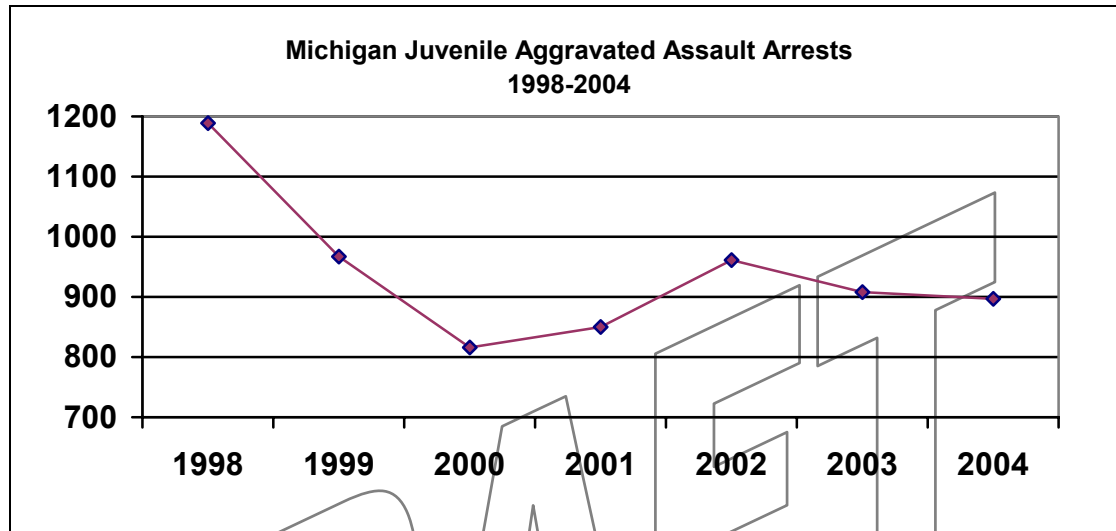
**ROBBERY ARRESTS.** There has been a sharp decrease in the number of juvenile robbery arrests from 1998-2000 (55% decrease). Robbery arrests for juveniles decreased 62% from 1998-2004. Robbery arrests for juveniles in 2004 represented 6% of the total statewide arrests (2376) for robbery in that same year.



**RAPE (INCLUDES ATTEMPTS).** The total number of juvenile rape arrests has been variable since 1998, marked by noticeable periods of increases and decreases. However, the number of juvenile arrests for rape in 2004 was 24% lower than the rate in 1998. Juveniles represent 11% of the total number of rape arrests in 2004 (1160).



**AGGRAVATED ASSAULT.** Juvenile arrests for aggravated assault decreased from 1998-2000 by 31%. Arrest rates have risen 10% between 2000 and 2004. Despite the increase, the number of arrests in 2004 was 25% lower than that in 1998. Juvenile arrests for aggravated assault do not represent a substantial portion of all arrests for aggravated assault, accounting for 8% of the total arrests in 2004.

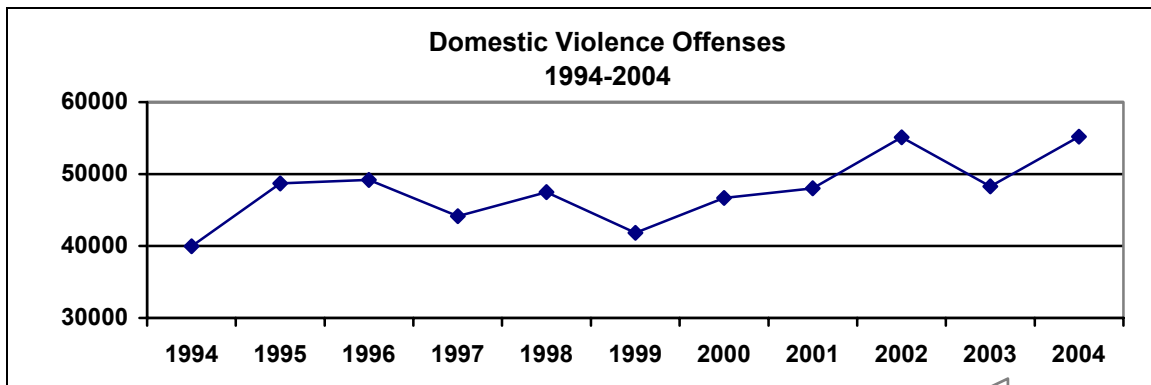


The statewide juvenile arrest trends indicate a significant decrease in juvenile crime. Despite the decrease, juvenile crime still represents a serious issue for the State of Michigan. It is important to understand what types of law enforcement services or community programming has influenced this decrease in crime. Identification of promising programs will allow the state to develop a database of “best practices” so that successful techniques can be shared with all agencies in the state. Special attention should also be paid to crimes in which juveniles account for a large proportion of total crime (e.g. auto theft and other property crimes).

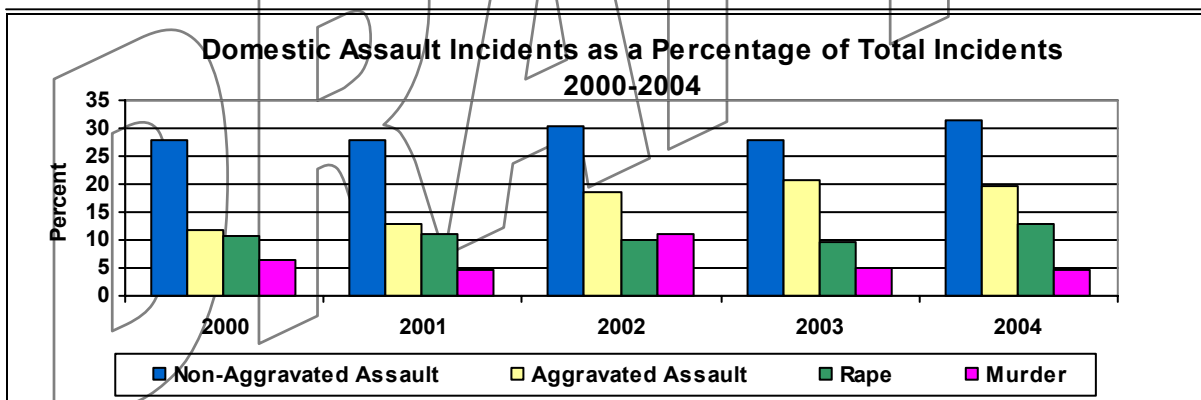
## **DOMESTIC VIOLENCE**

In addition to the general offense and arrest data presented above, the Michigan State Police also collects specific information on incidents of domestic violence. Domestic violence, as classified by the Michigan State Police, is physical abuse committed by a spouse, a former spouse, boyfriend or girlfriend, person living in the same household, or a cohabitant. The domestic violence statistics reported to the UCR may have some reporting inconsistencies. The decision to classify an offense as a domestic incident is left to the discretion of the responding law enforcement officer. It is believed that different interpretations of this definition have lead to over reporting by some agencies and underreporting by others

Although there may be discrepancies in reporting by specific agencies, the overall trends provide a general picture of domestic violence incidents in the State of Michigan. From 1994 to 2004, the number of reported domestic violence incidents increased by 38% over this 11-year period.



Incidents of domestic violence also represent a significant proportion of violent personal crime incidents in Michigan. Non-aggravated assault accounted for the most significant proportion of reported violent crime during the three-year period. The proportion of non-aggravated assaults that were domestically related remained relatively stable for the five-year period, equaling 28% of the total number of assaults in 2000, 2001, 2003 and rising to 30% to 31% in 2002 and 2004 respectively. The proportion of aggravated assaults that were domestically related increased 67% from 2000 to 2004.



The proportion of rapes that were domestically related has remained relatively stable over the four-year period. Domestic related rapes accounted for approximately 10% of the total rapes from 2000 to 2003. This percentage, however, increased to approximately 13% of total rapes in 2004. The percentage of homicides increased from 6% in 2000 to 11% in 2002 and dropped to 5% in 2003 and 2004. Data on 2003 domestic assault incidents does not include Lansing Police Department.

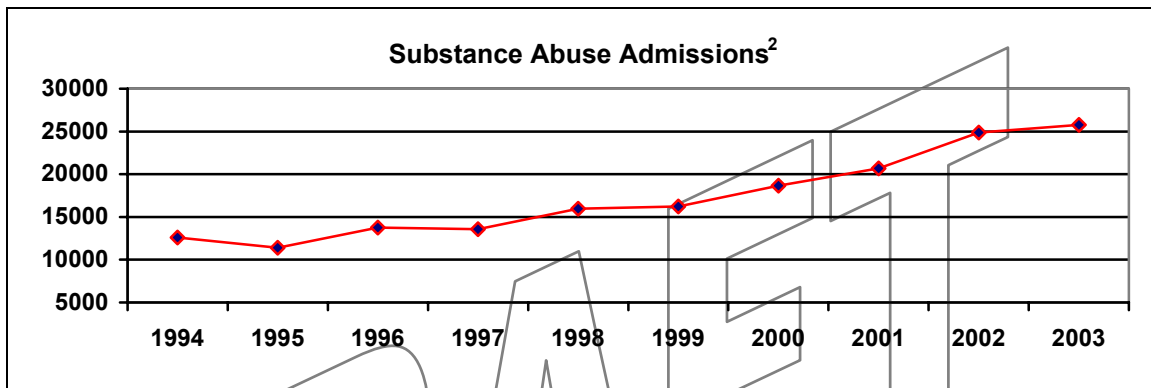
## **SUBSTANCE ABUSE TREATMENT WITHIN THE MICHIGAN DEPARTMENT OF CORRECTIONS**

The Michigan Department of Corrections Substance Abuse Programs Section collects data on substance abuse and treatment for persons on parole, probation, or in prison.

The number of substance abuse programs has grown since the inception of the substance abuse services unit in 1989. According to 2003 data from the Michigan Department of

Corrections, substance abuse programs are now provided within all 47 prisons, in all prison camps and community correction centers, and through all parole offices.

The number of admissions to substance abuse treatment programs has increased considerably over the ten-year period. In 2003, 25,767 prisoners, parolees, and probationers received substance abuse treatment. Within the Department of Corrections in 2003, 42% of all admissions were prisoners, 40% parolees, and 8% probationers.<sup>1</sup> The remaining 10% were community prisoners (CRP) and SAI admissions. Over the ten-year period substance abuse admissions increased approximately 100%.



Note: 2004 and 2005 data not yet incorporated

## STATEWIDE ADMISSIONS TO SUBSTANCE ABUSE TREATMENT

Throughout the state, there are currently 882 licensed substance abuse treatment programs; of which, approximately 341 (or 39%) receive Substance Abuse Prevention and Treatment (SAPT) block grant funding through contracts with local coordinating agencies. State-funded substance abuse treatment providers reported 67,335 admissions in FY 2005, an increase of about 1,250 admissions from FY 2004. Clients were admitted to outpatient, intensive outpatient and residential services (including detoxification). In FY 2005, alcohol remains the primary substance of abuse at admission (43.3%), followed by cocaine (17.8%), marijuana (17%), and heroin (13.7%).

## METHAMPHETAMINE

Regarding drug use trends, a principal concern is the growth in use of methamphetamine in Michigan. Over the past years, the number of methamphetamine labs seized has increased from 6 in 1996, to 186 in 2003, 209 in 2004, and 255 thus far in 2005 (as of December 21, 2005). The increasing number of seized methamphetamine labs is indicative of the size of the methamphetamine problem in Michigan and the growing workload for law enforcement, prevention, treatment, and child welfare. Michigan has a very proactive strategy toward preventing the spread of this drug, and will continue to support initiatives related to this strategy in order to decrease future harm, danger and costs.

<sup>1,2</sup> Michigan Department of Corrections Substance Abuse Programs Section. Michigan Department of Corrections Substance Abuse Program Section: Annual Report FY 2000/2001; 2001/2002; 2002/2003.

The growth in methamphetamine use is also reflected in the number of treatment admissions. Since 1999, the number of publicly funded treatment admissions in Michigan involving methamphetamine has increased over 415% from 311 to 1,602. Byrne funds have helped support training for treatment professionals, and work in conjunction with other methamphetamine related initiatives.

**Table 8. Methamphetamine in Treatment Admissions in Michigan**  
**Methamphetamine as Primary, Secondary, or Tertiary Drug Among Treatment Admissions FY99-FY05 Michigan**  
**(Number of Cases)**

	<b>FY99</b>	<b>FY00</b>	<b>FY01</b>	<b>FY02</b>	<b>FY03</b>	<b>FY04</b>	<b>FY05</b>
Primary Drug	122	101	165	280	506	689	898
Secondary Drug	82	115	138	208	306	381	419
Tertiary Drug	107	98	132	172	212	273	285
<b>Total Cases</b>	<b>311</b>	<b>314</b>	<b>435</b>	<b>660</b>	<b>1,024</b>	<b>1,343</b>	<b>1602*</b>

\*Note: 99% reported

## SUMMARY

The above data reflect the needs that are central to the components of this Byrne JAG application. The increased number of drug offenses reflects the need for innovative interventions. In part, this need is being addressed in the Michigan strategy through the increased use of drug courts. In addition, continuation projects in the purpose areas of local correctional interventions and the juvenile intervention strategies will be addressing this problem.

The increase in methamphetamine will be addressed through continued enforcement activities; a newly enacted Meth Watch Program, partially funded through the Consumer Healthcare Products Association; training and awareness seminars for courts, law enforcement and prevention/treatment specialists; a drug endangered children protocol currently in development; and the work of the multijurisdictional drug teams in a comprehensive enforcement and educational effort. In addition, in FY 04, ODCP applied for and received a grant from SAMHSA – Center for Substance Abuse Prevention (CSAP) - to further regional prevention efforts around methamphetamine. The agencies utilizing this grant funding are making progress in building regional infrastructure to help combat the meth problem. Finally, Michigan has recently enacted meth legislation that will restrict the sale of pseudoephedrine, the main ingredient used to manufacture methamphetamine. From the experience of other states that have similar legislation, this should greatly decrease the number of small toxic labs found in Michigan. New legislation is also being researched which will also aim to lessen the severe and dangerous impact of methamphetamine in Michigan.

## RESOURCE NEEDS

The economic constraints in which Michigan finds itself affect the ability of the criminal justice system to respond to problems. Both local agencies and state departments are supporting basic operational efforts; reductions in federal programs reduces the ability to support pilot and other innovative programs to address drug and violent crime problems. When targeted efforts are implemented, they often fall short in that funds are not available to expand and sustain these projects in order to create a statewide impact. Even under these circumstances, Byrne JAG funding continues to be important because it allows state and local criminal justice agencies to specifically address identified problem areas while still meeting basic, operational responsibilities.

The criminal justice system in Michigan has adopted a number of initiatives to break the cycle of substance abuse and criminal behavior. The availability of treatment for persons in prison or jail has expanded and an increasing number of jurisdictions are implementing drug treatment courts, which have enhanced cost-effective rehabilitative programs already in place. Byrne JAG funds augment linkages occurring at the local level among substance abuse coordinating agencies, public health, mental health, education, employment services programs, and other human services agencies.

ODCP also is the agency responsible for several other federal funding sources aimed at drug and violence control. Coordination between JAG, Residential Substance Abuse for State Prisoners (RSAT), Paul Coverdell Forensic Science Improvement Grants, the Substance Abuse and Mental Health Services Administration (SAMHSA) Methamphetamine Prevention Grant, the SAMHSA Substance Abuse Prevention and Treatment Block Grant, and the Department of Education Safe and Drug Free Schools and Communities funding increases the impact such funding has on the criminal justice system in Michigan.

## **COORDINATION EFFORTS**

This application is a product of ongoing coordination and collaboration to obtain the most effective and efficient use of criminal justice funding. The Michigan Office of Drug Control Policy (ODCP) participates with federal law enforcement initiatives such as HIDTA and Weed and Seed. ODCP also collaborates with other state agencies such as the Department of Corrections, the State Court Administrative Office, the Michigan State Police, and the Department of Human Services to further funding initiatives, as well as address emerging justice trends occurring in the state.

## **CRIMINAL HISTORY RECORDS IMPROVEMENT**

Michigan will continue to move toward a totally paperless criminal record build system by September 2006. New funds will not be earmarked, but existing set aside funds will be expended to assist in completing the project. As of December 20, 2005, ODCP has awarded 42 grants during this fiscal year to assist agencies throughout the state replace outdated live scan systems, purchase new systems (for those counties that have not previously had a live scan system), and support staff at the Michigan State Police to fully develop the paperless system. Assisting agencies with electronic submission of criminal history records is expected to remain a priority for this office.

## **DRUG COURTS**

One of the most effective ways to break the cycle of drug use and criminality is to engage substance-abusing offenders in drug court programs. Michigan's Governor Jennifer Granholm has worked to expand the number of drug courts in Michigan by dedicating funds from various sources to fund drug court programs. ODCP works closely with the State Court Administrative Office (SCAO), the Michigan Department of Corrections (MDOC), Michigan State Police-Office of Highway Safety Planning (OHSP), the Department of Human Services (DHS), the Michigan Association of Drug Court Professionals (MADCP) and the individual courts to expand the drug court capacity and efficacy within Michigan. Statewide, in FY06, there are 59 operational drug courts with 10 in the planning stages. The State of Michigan continues to place a priority on offenders who are otherwise prison-bound. In FY 2005, our office funded 8 felony specialty courts targeting prison-bound offenders. In FY 2006, 11 such courts are currently being funded. Both OHSP and MDOC continue to develop strategies to expand drug courts for drunk driving offenders.

## **OFFENDER REENTRY PROJECT**

ODCP is a participant in the offender reentry project that is seeking to implement the Michigan Prisoner Reentry Initiative (MPRI). This project is led by the MDOC and seeks to assist prisoners in becoming successful in the community by implementing a transition accountability plan (TAP) early in their incarceration. The TAP is designed to assess the needs of the prisoner and plan how those services will be delivered either

before or at the time of release. Other partners in this project include the Governor's Office, DHS, MDCH, Department of Labor and Economic Growth (DLEG) and a wide variety of community agencies and organizations.

### **MICHIGAN HIGH INTENSITY DRUG TRAFFICKING AREA (HIDTA)**

The Office of National Drug Control Policy funds initiatives in areas that they designate as High Intensity Drug Trafficking Areas. Michigan has this designation for nine counties in southeast and southwest Michigan along the I-94 corridor. The ODCP Director is a member of the Michigan HIDTA Board of Directors. This group brings together Michigan State Police, Michigan Attorney General, Sheriffs, Chiefs of Police, Drug Enforcement Agency (DEA), U.S. Customs and Immigration agencies, the Prosecuting Attorney's Association and others to concentrate additional effort to eradicate drugs in these targeted areas.

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## MICHIGAN PRIORITIES

Executive Order 1991-20 establishes the Office of Drug Control Policy (ODCP) as a coordinating office for all agencies in the Executive Branch that are responsible for programs related to drug abuse prevention and treatment as well as law enforcement. Executive Order 1996-2 transferred the authority, powers, duties, functions and responsibilities of ODCP to the Department of Community Health.

This year, due to an expected 35% reduction in Byrne/JAG funding allocated to the Michigan State Administrative Agency, ODCP currently expects to fund continuation projects during the period of October 1, 2006 through September 30, 2007 at a reduced level. Michigan spends the Byrne JAG a year behind the federal appropriation. Continuation projects are defined as projects currently funded through the Office of Drug Control Policy that have not yet reached their fourth year of funding (inclusive of Multijurisdictional Drug Task Forces, which are unrestricted) and which are meeting the goals set forth in our current and previous Byrne applications/strategies. The details of continuation projects funded are provided in subsequent sections.

### SELECTED PROGRAMS

#### 1. Multijurisdictional Task Forces

**Date BJA Approved: FY89**

- **Description of Program:**

Multijurisdictional task forces integrate federal, state, county and local law enforcement agencies and prosecutors for the purpose of enhancing inter-agency coordination and intelligence; to facilitate multijurisdictional investigations to remove mid and upper level narcotic offenders and related conspiracies; and to impact and assist in solving regional and local community drug and violent crime related problems. The Task Force Board of Directors will structure and coordinate multijurisdictional activities, resources, and functions of law enforcement and prosecution in accordance with purpose area goals and objectives.

- **List of performance measures that will be collected related to this program:**

- ▶ Community coalitions established
- ▶ Locally identified problem solving initiatives
- ▶ Drug related crime reduction
  - ◆ Number of arrests of Class I-III drug offenders
  - ◆ Number, type and value of assets seized
  - ◆ Extent of task force interaction with protective services, drug treatment agencies and schools
  - ◆ Quantities of drugs seized
  - ◆ Impact of team activities on local crime rate

In FY 06, 24 projects were funded under this program area. For FY07, due to reductions in federal funding, it is expected that reductions from continuation funding for the existing 24 projects will be required. The decreased amount of funding may reduce the number of projects.

## **2. Methamphetamine in Michigan**

**Date BJA Approved: FY04**

- **Description of Program:**

In response to the growing problem of methamphetamine use and abuse in Michigan a comprehensive strategy was released in July 2002 to address the complex issues involved in addressing methamphetamine. A coordinated enforcement, prevention and treatment strategy will be a major aspect of this program area. Support for each of the committees identified in the strategy will also be provided as special projects arise. All of the meth-related projects are being closely coordinated with other federal, state and private funding streams.

## **3. Juvenile Intervention Strategies**

**Date BJA Approved: FY00**

- **Description of Program:**

The Juvenile Intervention Strategies program is designed to foster proactive, problem-oriented interventions to combat juvenile violence and delinquency. The central focus of this program area is the provision of comprehensive intervention services to those youth, and their families, who commit or are at risk of committing delinquent behavior.

In FY 07, it is expected that current projects will be continued at reduced funding and no new projects will be solicited.

- **List of performance measures that will be collected related to this program:**

- ▶ In-program performance of youth.
- ▶ Services delivered to program participants.
- ▶ Program completion rates.
- ▶ Post-program arrests of participants.

## **4. Local Correctional Resources**

**Date BJA Approved: FY03**

- **Description of Program:**

The focus of this program area is improving local correctional services by providing needed resources and treatment services for juveniles and adults with substance abuse problems. Programs will conduct offender assessment and drug testing, and will ensure on-going compliance.

In FY 05, 18 projects were funded under this program area. In FY 06, 14 projects are funded under this program area. For FY07, it is expected that a reduced level of funding will be provided for those projects still within their 4-year funding period.

- **List of performance measures that will be collected related to this program:**

- ▶ Number of offenders screened and enrolled in program.
- ▶ Number and type of program violations.
- ▶ Number of successful program completions and reasons for program terminations.

- ▶ Number of positive drug tests for program participants.
- ▶ Post program arrests and drug relapse measures at specific intervals after program termination.

## **5. Drug Treatment Courts**

**Date BJA Approved: FY02**

- **Description of Program:**

Drug treatment courts offer an integrated, systematic approach to dealing with a broad range of drug-using offenders including juveniles and adults. Drug treatment courts represent an enhancement of community corrections by closely supervising drug offenders in the community, placing and retaining drug offenders in treatment programs, and providing treatment and related services to offenders who have not received such services in the past. The benefits of drug treatment courts include generating cost savings when offenders' reliance on the service delivery system is ultimately or eventually reduced and especially when drug courts reduce reliance on jails and prisons. Drug Courts have been found to substantially reduce drug use and recidivism while offenders are in the program. Michigan has experienced significant expansion in the number of drug courts. In FY 02, 41 drug courts were in various stages of operating. As stated earlier, there are now 69 drug courts in existence.

- **List of performance measures that will be collected related to this program:**

- ▶ Program activities and services provided.
- ▶ Number of clients screened and accepted into drug courts.
- ▶ In-program violations resulting in sanctions.
- ▶ Program completion rates.
- ▶ Post program performance (arrests, drug use) of program graduates.

Michigan implemented legislation, P.A. 224 of 2004, which took effect January 1, 2005, that outlines standards for new and existing drug courts. The legislation addresses admission criteria, participant requirements, and data collection requirements. In order to better collect consistent statistical drug court data, ODCP partnered with the State Court administrative Office to develop a web-based database that all Michigan drug courts can access and report their data at no cost. It is anticipated that full implementation of the drug court database will occur in early 2006.

In FY 05, 31 drug courts were funded. In FY 06, 31 drug courts are currently funded. These include 6 juvenile drug courts, 3 felony drug courts, and 11 priority population drug courts. In FY 07, it is currently anticipated that 17 drug court programs will receive continuation funding.